

II – EXECUTIVE SUMMARY

This executive summary presents an overview of the findings presented throughout this report. The findings presented in this chapter are based on the results of interviews with over 500 department employees, interviews and discussion with over 400 citizens, the results of a survey of a representative sample of Dallas citizens, an employee survey to which more than 1,000 employees responded, and the analysis of hundreds of documents provided by the department. In addition, benchmark and best practice information from other large city police departments was gathered and used to gauge the study recommendations. The study team also had the opportunity to meet with the new Chief of Police, Mr. David Kunkle, to discuss the study findings and recommendations and to review the findings with city management.

Please note that the study findings and recommendations represent the consulting team's analysis as of March and April 2004. Since Chief Kunkle became chief in late June 2004 he has already implemented a number of worthwhile changes. These changes, as well as some recent initiatives by the city council, are not reflected in the analysis presented in this report.

The organization of this executive summary mirrors the organization of the entire report. The summary is divided into five sections: overview; management framework; issues affecting the department as a whole; issues affecting individual bureaus; and staffing and cost implications.

A - OVERVIEW

The Dallas Police Department is an organization that has lost its way. Over the years an organization that took pride in itself as one of the leading police agencies in the nation has lost its commitment to excellence. Rather than working with the city manager and the city council to establish clear goals and high expectations for policing, no clear direction for the department has been established and communicated to department employees and to the Dallas community. Because no clearly defined and articulated direction has been established, the department has been whipsawed as it seeks to respond to “flavor of the month” programmatic initiatives and individual service requests. Moreover, because the department lacks an external focus and direction, employees have turned their direction inward. Concerns – most of them legitimate – about internal management, operational practices and staffing levels dominate the minds of employees to the exclusion, in many cases, of concerns about how best to serve the citizens of Dallas. This preoccupation with internal matters has not only caused employee morale to plummet but, even worse, has created an environment in which many employees no longer set high expectations for themselves. Instead of striving to regain the excellence it once achieved, many employees are willing to settle for second best – both in terms of their own performance and in terms of the level of service they provide to the citizens of Dallas.

The internal malaise that characterizes the police department contributes to a service delivery system that is deeply flawed. Put simply, the Dallas Police Department does not provide a high level of service to Dallas citizens. As a way of measuring this level of service and other performance indicators, ten benchmark cities were identified as good comparison cities with similar characteristics and well considered police departments.

The department's response time to emergency calls-for-service is the second lowest among the nine benchmark police departments providing information for this study. (The department is the third lowest in terms of responding to non-emergency calls.) In addition, the level of crime in Dallas is high. Violent crimes (homicide, rape, robbery and aggravated assault) per thousand population are higher in Dallas than in all but one of the benchmark cities and the department has a higher rate of non-violent crimes (burglary, larceny/theft and vehicle theft) than any of the benchmark cities. Only in its ability to solve crime does the Dallas Police Department compare favorably to the benchmark cities.

Moreover, in the focus groups and "drop in" sessions conducted with citizens throughout this engagement, participants were animate and passionate in expressing their displeasure with the department's performance. It is important to note, however, that these perspectives are not shared by the Dallas citizenry as a whole. In a survey of a representative sample of Dallas citizens, more than three-fourths (78.1 percent) indicate that they are satisfied with the overall performance of the police department and more than four out of five citizens (82.2 percent) "agree" or "strongly agree" that Dallas is a safe community.

These findings suggest that the Dallas Police Department is at a cross-roads. Despite extremely poor morale, managerial listlessness and the lack of clear direction and priorities, the department has not lost the confidence of the Dallas community as a whole. The passion exhibited by participants in focus groups and drop-in sessions however, suggest that this situation is by no means stable. Moreover, while service levels suffer, due to the efforts of individual, dedicated employees the internal issues that plague the department have not yet reached a tipping point in which internal dysfunction causes services to be irreconcilably harmed. If current trends continue, however, the efforts of individual employees may no longer be sufficient to prevent the organizational and management dysfunction within the department from overwhelming individual efforts to provide high quality services to Dallas citizens. Indeed, if immediate and forceful action is not taken, the current malaise that infects the organization runs the risk of metastasizing and becoming so virulent that even draconian measures to improve the organization may not be successful. Indeed, at present, an undercurrent of anger and resentment exists within the department that, if not addressed or redirected, has the potential to become incendiary.

Immediate and forceful action must be combined with an ongoing long-term commitment to improvement if the department is to successfully reverse the negative trends that characterize its current management and operations and, in time, recapture its former excellence. Included in this report is a discussion of the steps that should be taken to strengthen the department's performance.

B – MANAGEMENT FRAMEWORK

The purpose of this section is to present core management concepts that will provide an overall framework and context for the detailed management recommendations that are presented in this report. The proposed management framework is built around four interrelated axes:

- Providing authority commensurate with performance
- Ensuring accountability
- Promoting collaboration and teamwork
- Leveraging scarce resources

While each of these key features of the proposed management framework is important, a tension exists among them. For example, providing departmental units with the authority to operate with increased autonomy should be a goal, yet appropriate limits on that autonomy must be established to ensure desired results are achieved. In addition, the recommended emphasis on accountability focuses attention on individual performance while collaboration requires staff to work together effectively in groups. The recommended management framework, therefore, is structured to ensure that an appropriate balance among autonomy, accountability, collaboration and the need to leverage scarce resources can be achieved and sustained over the long-term.

Providing Authority Commensurate With Performance

Providing decentralized decision-makers with the authority to make decisions that will improve police services at the local level is not only a sound management concept but, in a city as large and diverse as the City of Dallas, is the only practical approach to managing police services. Regardless of the skills, motivation and experience of centralized leaders, efforts to control all aspects of police services in an organization as large and complex as the Dallas Police Department are doomed to failure. In addition, if services are to be tailored to address local needs and to address local crime issues decision-making authority must be decentralized.

While decentralizing authority is a long-term goal, in the short-term care must be taken to ensure that the managers and leaders in whom this authority is vested have the skills, experience and abilities to make effective use of this authority. While managers who achieve desired performance goals should be granted significant autonomy, managers who have not proven their ability to achieve desired goals should be given a “shorter leash.” Authority should be viewed as a privilege that is earned, not a “right” that all managers are granted regardless of their performance.

Ensuring Accountability

An effective accountability system takes as its central premise that decision-making authority should be commensurate with competence:

- Units that perform as expected should be given increased autonomy
- Units that do not perform as expected should receive assistance
- Corrective action should be taken in units that repeatedly fail to achieve performance expectations

The primary focus of the accountability system should be to help all organizational units become more successful.

An effective accountability system should provide for an ongoing assessment of the performance of each departmental unit against the specific goals and objectives that have been established for that unit (consistent with the department's overall goals and objectives). In addition, the accountability system should provide mechanisms for supporting units that struggle to meet expectations and for reconstituting units that repeatedly fall short of expectations. This approach ensures that the risks associated with decentralizing authority are minimized – only units that have demonstrated their ability to perform successfully are granted a significant level of autonomy. In addition, the accountability system establishes a structure for providing the support needed for all departmental units to progress to the point where they can exercise more authority and function more autonomously.

Promoting Collaboration And Teamwork

Fostering a culture of collaboration and teamwork in the Dallas Police Department will take time. By focusing attention on achieving clearly defined unit goals and objectives – and by consistently communicating the importance of teamwork at all levels in achieving these goals – teamwork and collaboration within organizational units can be enhanced over time. To facilitate collaboration across organizational units the department should identify opportunities for managers, supervisors and line staff from different organizational units to work together on common issues and problems. The goal of these efforts should be to support the development of formal and informal networks throughout the department that, over time, managers, supervisors and staff will increasingly rely on when working to address problems and challenges. Through chat rooms, bulletin boards and group e-mail lists technology can be used to support these networks.

Leveraging Scarce Resources

Given the reality that funding for the Dallas Police Department is scarce, it is essential that the proposed management framework include features that encourage the leveraging of scarce department resources.

C – ISSUES AFFECTING THE DEPARTMENT AS A WHOLE

This discussion is divided into eight parts: leadership and communication; goals setting, planning and resource allocation; organization; development of human capital; supervision; ensuring efficient operations; eliminating barriers to effective operations; and management systems.

LEADERSHIP AND COMMUNICATION

In recent years, senior leaders within the Dallas Police Department have failed to provide the direction, vision and energy needed to overcome the malaise that currently pervades the department. From an internal perspective, leaders have lost the confidence of department employees. From an external perspective, department leaders have abdicated their role in providing leadership to the Dallas community on

issues relating to law enforcement and crime. These leadership short-comings have been exacerbated by an almost complete absence of internal communication relating to substantive issues.

The recently hired chief of police faces a daunting challenge. Internal perceptions of department leaders have deteriorated to such an extent that rebuilding the trust and commitment of a somewhat jaded workforce will not be easy. While in the short-term staff at all levels are likely to embrace the department's new leadership, the cynicism that will likely remain as a vestige of past administrations will be difficult to exorcise. The department has progressed beyond the point where rhetoric and good will alone will be sufficient to change employee perceptions of department leaders. On the contrary, the new chief and his command staff will be required to earn the respect of their subordinates and will need to dedicate themselves to this task each and every day.

The recommendations outlined in this report describe a management and operational context within which the new chief can lead the department. To facilitate his leadership role the chief should consider the following suggestions. First, he should clearly establish himself as a forceful and visible leader within the department. In addition, the chief should meet with the mayor, interim city manager and city council members to clarify their leadership roles. The department should also take proactive steps to re-establish the police department as the community leader on issues relating to law enforcement. These steps include:

- Aggressively communicating the department's new direction and its plans for change
- Reaching out to the news media to discuss how to strengthen relationships
- Establishing communications links with citywide and local community organizations
- Establishing advisory panels for each patrol division

In addition, a systematic approach to communications will be needed both to support efforts to transform the police department and to support ongoing operations. To this end, the current *ad hoc* approach to communications should be replaced by a comprehensive communications strategy and plan. This plan should incorporate strategies for disseminating information from the "top" of the organization "down," laterally across the organization, and from the "bottom" of the organization to the "top."

GOALS SETTING, PLANNING AND RESOURCE ALLOCATION

Goals And Priorities

Although the police department has a mission statement that defines in broad terms the objectives it is trying to accomplish, neither the department as a whole nor individual units within the department have established clearly defined goals and priorities against which success in serving the citizens of Dallas can be evaluated. The absence of goals and priorities contributes to an overall lack of direction that pervades the department. This lack of direction also prevents the department from effectively leveraging its resources. In addition, to the extent goals and objectives are articulated they are perceived by many employees to be knee-jerk reactions to short-term political imperatives rather than a systematic assessment of citizen needs.

A key to improving department performance will be establishing realistic priorities, goals and objectives that can be used to hold department leaders and managers at all levels accountable for their performance. A systematic methodology for establishing these priorities and goals should be established both to ensure consistency in how goals and objectives are set from year to year and to ensure that the broad range of service needs the police department is expected to address are reflected in its performance objectives. In addition, the methodology should be structured to facilitate a discussion about the tradeoffs and choices that must be made as part of any priority setting process.¹ Once a methodology for establishing goals and objectives has been established, department leaders should work with city decisions makers to establish specific short and long-term goals for the department that are consistent with city priorities and realistic given the resources that are available to support police operations.

Planning

The Dallas Police Department does not have a strategic plan that provides an overall direction for the department, articulates priorities, and describes overall strategies for achieving desired goals. In addition, the department focuses insufficient attention on operational and tactical planning.

Effective planning will be essential to guiding the department's improvement efforts and providing the discipline for ensuring improvement efforts stay on track. Indeed, because the department lacks a clear direction, the process of developing a strategic plan will be extremely important both in supporting management's efforts to provide a clear direction for the department and in communicating that new direction to employees and external stakeholders.

While effective strategies are needed to establish an overall direction for the police department, progress in achieving desired goals will not be achieved unless tactical and operational plans – consistent with the department's overall strategic direction – are developed. As part of this operational planning process each bureau and division should assess the resources available to it, its current strengths and shortcomings, its current performance (using, as appropriate, the measures that are used to evaluate the department's overall performance), information on best practices employed by other law enforcement agencies and in other divisions of the Dallas Police Department, and information on trends and needs in the external community (e.g., information on crime trends). An operational plan should then be developed that details how the resources available to the unit will be used to support efforts to accomplish the department's overall goals and objectives. Quarterly benchmarks should be incorporated into these plans that can be used to assess progress in implementing operational initiatives. To the extent benchmarks are not being achieved, modifications to the annual operational plan should be developed.

¹ A recommended methodology for establishing priorities, goals and objectives is presented in Chapter V. In addition, the chapter suggests specific measures that might be used to evaluate the police department's performance.

Just as the department's strategic plan will provide a context for the operational plans developed by each bureau and division, these operational plans should provide a context for the tactical plans developed at the unit and subunit level. These tactical plans should articulate the specific problem being addressed (e.g., a rash of burglaries in a specific area) and present an analysis of the information used to understand the problem, the specific tactics that will be employed to address the problem, the resources that are needed to implement the tactics, the results that are expected to be achieved, and the time frame over which the results will be achieved. The primary purpose of developing these plans should be to enforce a discipline that requires managers to use information to assess need, to be specific about the resources and tactics that will be employed to address that need, and to provide specific measures that can be used to assess the success of these efforts. The fact that some tactical plans may not achieve their objectives should be of less concern to managers than continuing to employ these tactics when they are not yielding desired results.

Resource Allocation

In its recent budget development cycle the police department took a good first step in its efforts to ensure that its resource allocation decisions reflect department priorities and to link service expectations and resources. The department should build on these efforts to establish a process that further strengthens the linkage between resources and results. This process should have three key features.

- Performance expectations for all organizational units should be clearly articulated
- Expectations for performance relating to specific budget allocations should be specified
- Resources should be allocated to optimize department performance against agreed upon resources

ORGANIZATION

The police department's current organizational structure² has a number of short-comings that would need to be addressed even if the department wasn't facing having to make fundamental changes to its management and operations. No clear rationale underlies how departmental functions are currently organized. Instead, the current structure has a somewhat haphazard character. Chief among the problems with the current structure is that similar functions are not consistently grouped together. Likewise, units responsible for performing follow-up investigations are assigned to two separate bureaus – Special Services and Homeland Security and Investigations.

While some changes to the current organizational structure would be necessary regardless of the other management and organizational recommendations presented in this report, modifying the organizational structure becomes imperative in the context of the overall agenda for change presented in this document. Put simply, the current

² Please note that this discussion refers to the organizational structure that was in place in February and March 2004 when the fact-finding for this engagement was being performed. This discussion does not reflect the chief of police's recent reorganization of the department.

organizational structure is at odds with the recommendations for strengthening management and leadership presented in this report. Unless changes are made to the organizational structure implementing these recommendations will be much more difficult. Shortcomings with the existing structure as they relate to the management recommendations presented in this report include the following:

- The current structure does not provide sufficient leadership capacity to drive needed change
- The current structure lacks needed management capacity in some areas
- Functions that are crucial to the department's change efforts lack organizational visibility
- Some functions needed to implement the recommended management framework do not exist within the current organizational structure

In addition, the assignment of functions to decentralized patrol operations divisions that have responsibility for providing services within a specific geographic area of the city, and centralized units that have responsibility for providing services on a city wide basis appear to be determined based on past practice rather than on a systematic assessment of what functions can best be performed centrally and what functions are best performed on a decentralized basis. While an analysis of what functions should be centralized and what functions should be decentralized should be included as part of any organizational analysis, it is especially important to do so in this engagement because decentralizing authority is a key element of the recommended management. To get the most benefit from assigning increased authority to decentralized managers, managers of the patrol operations divisions must oversee the functions and services where they (as opposed to centralized managers) are in the best position to improve services.

A systematic analysis of what functions should be centralized and what functions should be decentralized was undertaken as part of this engagement. The results of this analysis were then reflected in a recommended organizational structure for the police department (presented in Exhibit II-1). The recommended structure has a number of key elements:

- A senior assistant chief position is established to oversee the day-to-day operations of the police department
- A second assistant chief position is provided to oversee patrol operations divisions
- The line bureaus reporting to the senior assistant chief are reconfigured to reflect an analysis of what functions should be centralized and what functions should be decentralized
- A Planning, Budget and Accountability Division that reports directly to the chief of police is established
- The internal affairs and public integrity functions are combined and report directly to the chief of police

- The role of the Inspections Unit is expanded to include the auditing of performance information
- A Chief of Staff position is established to coordinate functions that need to report to the chief of police but do not require his day-to-day attention
- The criminal intelligence function should be combined with the crime analysis function and report to the senior assistant chief

While the functions assigned to the Centralized Operations Bureau will have citywide responsibilities for some of their activities, each of these divisions will also have the capacity to support tactical initiatives developed by the patrol operations divisions. The leaders of each of the units that comprise the Centralized Operations Bureau should understand this support role and should be evaluated, in part, on their effectiveness in being of service to the patrol operations divisions. In addition, staffing of the units assigned to the Centralized Operations Bureau should be determined, in part, on the extent to which their resources are used to support decentralized operations. Centralized operations services that are in great demand by patrol operations divisions should have their staffing levels enhanced while services that are not in demand should have their staffing levels reduced to the level needed to provide citywide services only. Adjusting staffing levels based on the demand for centralized support should provide a powerful incentive for the managers of the units assigned to the Centralized Operations Bureau to be as useful as possible to patrol operations division managers.

DEVELOPMENT OF HUMAN CAPITAL

In a police department, as in any public sector organization, the quality of service provided to citizens directly relates to the quality of the people in the department (i.e., its human capital). Despite the importance of the development of human capital to the police department's success, the department currently fails to set high standards for staff and focuses insufficient attention and resources on staff development. If efforts to improve the department are to be successful, increased attention must be focused on ensuring that consistently high quality personnel are employed throughout the department. In short, the department must recapture an expectation of excellence for all department employees.

This section is divided into six parts which address hiring practices, academy training, field training officer (FTO) training, in-service training, performance management, and leadership and succession planning.

Hiring Practices

The police department does not strive to hire the best and brightest recruits. Instead, a philosophy of "entitlement" pervades the hiring process. The prevailing perspective is that as long as a candidate meets the minimum qualifications for a position the department is obliged to offer the candidate a position. Only at the stage in which background investigations are conducted are a substantial percentage of candidates eliminated from the potential hiring pool. An increased emphasis on screening candidates out during background investigations, however, resulted not from a decision to increase hiring standards but from external pressure resulting from negative publicity

about shortfalls in the background investigation process. The department's lack of focus on excellence in hiring is also evidenced in the lack of an evaluation of a candidate's reading and writing skills.

The recruitment unit has been doing a credible job of bringing officer candidates into the department. Over the past three years the unit has hired an average of 173 recruits per year. The unit could do an even better job of recruiting high quality police officers if its hands were not tied by a number of factors including the lack of a recruitment plan, the lack of an adequate recruitment budget, the lack of a feedback system on the quality of recruits, and the lack of a system for hiring experienced officers.

The department has made good progress over the past year in raising the standards related to passing the background investigation and polygraph components of the hiring process; however, such steps appear to have been initiated as a result of external pressure rather than as part of an overarching effort to set higher standards in hiring. Rather than focusing exclusively on background investigations the department should revamp the entire hiring process so that candidates who do not have the potential to be excellent officers are screened out early in the process. The "entitlement mentality" that currently characterizes the hiring process should be replaced with the expectation that the department seeks to hire only employees who have the potential to be excellent police officers. As one of the first steps in this overall effort to increase hiring standards, the department should include as part of the selection process an evaluation of a candidate's reading and writing skills. In addition, the department should implement a multi-faceted approach to recruitment planning that includes the development of short-term and long-term recruitment plans, focuses particular attention on hiring Spanish speaking recruits, and includes a process for evaluating the success of recruiting efforts. The department should also take several steps to reduce the barriers experienced officers from other agencies currently face in seeking employment with the department and should increase funding for recruitment efforts.

Academy Training

Standards for completing the academy have changed significantly over the years as a result, it seems, of the evolution of a mindset (previously discussed) that all employment candidates who meet minimal employment standards are entitled to a job in the Dallas Police Department. Rather than using the academy as a vehicle for screening out employees who do not have the potential to be outstanding police officers, the department works to "salvage" recruits who are struggling and to remediate instruction. In addition, the linkages between the training academy and field training are, at best, weak.

To address these issues, the academy's current focus on "salvaging recruits" and intensive remediation should be discontinued. Instead, the training program should be used to weed out recruits who do not demonstrate the skills and abilities essential to serving as exemplary police officers. In addition, a formal program to facilitate the transition of recruits from the academy to the field training program should be established.

Field Training

Field training officers play a critical role in ensuring the future excellence of the department. However, at present, the quality of field training is compromised by the lack of commitment to field training demonstrated by many field training officers. The selection process for field training officers is perhaps the biggest flaw in the field training program. In interviews it was consistently articulated that a large percentage of FTOs only serve in the position because they are required to do so to obtain the rank of senior corporal. Many of these senior corporals have no desire to provide training to new officers and thus, complete the required duties grudgingly at best. In addition, the department does not provide ongoing training and support to field training officers. Moreover, the “entitlement” mindset that pervades other aspects of the department’s hiring and training programs also afflicts the field training program. As with academy training, the focus of the program is to salvage recruits and provide intensive remediation. Less than one percent of recruits are terminated by the department during field training for poor performance.

A number of steps should be taken to strengthen the field training program. First, the process for selecting field training officers should be redesigned. Second, the training program for field training officers should be enhanced. Finally, performance expectations for recruits participating in the field training program should be increased.

In-Service Training

Despite some positive features, the current in-service training program is not structured to strengthen the overall performance of the police department and to build needed capacity. Current offerings are focused on meeting state mandates rather than on building the skills and proficiencies needed to address department specific needs. Indeed, the department’s current training program includes no systematic assessment of training needs in the context of department priorities, skill gaps and performance shortfalls. As a consequence, training in some areas is insufficient to meet department needs. Moreover, because the department does not systematically assess its training needs, the agenda for training tends to be reactionary. Outside the mandated 40 hours of training, additional training modules are typically created as a reaction to an incident about which the department received adverse publicity. Typically after a high profile incident occurs, training staff is called upon to quickly develop a training module that officers in all divisions are required to complete. Once the department can document that all officers have completed the module little proactive planning takes place while staff await the next crisis. Moreover, when officers do receive in-service training, there is lack of emphasis on ensuring that the training provided is reinforced by supervisors. In addition, the department does not set sufficiently high standards for officers’ shooting qualifications and insufficient attention is devoted to management and supervisory training.

To increase performance standards and ensure staff has the skills necessary to effectively perform their duties, the department should regularly perform a systematic assessment of training needs in the context of department priorities, skill gaps and performance shortfalls. Based on this assessment a training program should be developed that addresses the priorities and needs identified. In the short term, increased training should be provided relating to policing in a diverse community, acquiring Spanish language skills, developing typing skills and developing the English

language skills needed to draft professional offense reports. To provide the training necessary to address these priorities and needs, it will be necessary for the department to double the minimum number of hours of training mandated for staff. Instead of participating in 40 hours of training every two years officers should be expected to participate in 40 hours of training a year. In addition to increasing the number of hours of formal training officers receive, supervisors should be expected to reinforce that training on an ongoing basis when officers return to their divisions. Standards for shooting recertifications should also be increased.

Performance Management

While the department should be commended for its efforts to ensure that performance evaluations are completed in a timely manner, the current performance evaluation system, nonetheless, has a number of shortcomings. Insufficient attention is focused on using the performance evaluation process to support professional development. In addition, the performance evaluation process is insufficiently linked to the department's overall goals and objectives (in large part because department goals and objectives have not been articulated). Moreover, evaluators are reluctant to rate employees as anything but meeting standards (because other ratings require more paperwork) and fail to take advantage of potential positive features of the system (e.g., early warning systems for problem employees). Additionally, because there are few consequences associated with the process the system is easily ignored. Sworn employees get step increases regardless of their appraisal ratings (however evaluations do affect civilian pay). Also, performance evaluation ratings do not affect the ability of officers to be promoted.

The department should take a number of steps to strengthen the performance evaluation process. Rather than developing "performance improvement plans" only for employees who are rated as not meeting standards, professional development plans should be completed for all employees as part of the evaluation process. Doing so will communicate the values that the performance of all employees – even those who exceed standards – can improve and that ongoing professional development is important for all employees. In addition, as the department develops a strategic plan and divisions develop related operational plans, it is critical that the system be redesigned to clearly articulate the linkages between these plans and the performance evaluation process. Employees should have no doubt about the role of their unit and their own role in helping to achieve mission critical objectives. The department should also ensure that required steps are followed when an employee does not meet standards. Finally, department policy should be modified to ensure that performance evaluations are reviewed and considered in the promotion and transfer process. The department should also develop positive consequences for employees who are rated as "generally exceeds standards" or "far exceeds standards". These ratings should receive commendation and be a standard to which all employees strive.

Leadership And Development And Succession Planning

The department is facing a significant leadership vacuum over the next five years. Currently 480 sworn employees are eligible for retirement and 449 additional sworn employees will be eligible for retirement in the next five years. Over 500 of these sworn

employees currently hold the rank of sergeant, lieutenant, captain, deputy chief or assistant chief. Despite these facts the department has no plan for the development of current or future leaders.

To address this shortcoming, a comprehensive leadership development program should be developed that focuses on both strengthening the leadership skills of current department leaders and on developing future department leaders. Components of successful leadership development programs include not only classroom instruction but also project-based learning and internships. The department should also identify positions that will provide exposure that future leaders need and should encourage officers who would like to be leaders to compete for these positions. Furthermore, in addition to designing a department leadership development program, the department should work with local colleges to identify and develop courses that would benefit department employees.

SUPERVISION

The primary resource the Dallas Police Department has to serve the citizens of Dallas is the time and skills of its employees. Indeed, 96 percent of the department's budget is devoted to personnel related expenditures. Ensuring high quality employees and the development of employee skills (as discussed in the previous section) is necessary but not sufficient to provide high quality services. In addition, employees must use their time and skills productively. Strong and effective first line supervision is necessary to achieve this objective.

The level of supervision employees receive in the Dallas Police Department, however, is not consistent. The preponderance of the patrol supervisors interviewed as part of this engagement indicated that they focus their attention on issues related to personnel administration, paperwork and responding to citizen complaints rather than on reviewing the work of their subordinates, ensuring that they make effective use of their time, and providing coaching and assistance as needed. In addition, much of the supervision that is provided is negative. In the patrol division, for example, sergeants are required to monitor the automatic vehicle locator system (AVL) to identify officers who are spending too much time on calls. While ensuring the time officers are out of service on calls is not unduly lengthy is extremely important, monitoring the AVL system to make this determination contributes to the perception among some officers that supervisors are "out to get them."

Inconsistent supervision has an adverse impact on department operations and the level of service citizens receive. These adverse consequences, which are most notable for patrol operations, manifest themselves in a number of ways.

- Patrol officers do not return to service promptly after completing a call
- The number of elements responding to calls varies significantly
- The number of officers assigned to two-officer elements is not managed
- The quality of preliminary investigations at crime scenes varies significantly
- The quality of officer interactions with citizens is not consistently high

- The quality of offense reports is inconsistent
- Patrol officers receive little direction about the activities on which they should focus

The fact that supervision is not more attentive is not surprising given a number of the issues facing the department. First, and perhaps most importantly, a preponderance of first line supervisors lack a strong understanding of what is expected of effective supervisors. In addition, the leadership problems that currently plague the department trickle down to the supervisory levels. As discussed, supervisors are hesitant to take needed action to address personnel related issues – especially issues relating to employee discipline – for fear that their decisions will not be supported by managers and leaders “up the line.” Internal management and operational issues also hinder effective supervision. The administrative burden of some supervisors is so great that the time they have available for direct supervision is limited. In addition, spans of control for some supervisors are so high that effective supervision is made all but impossible.

The department should, therefore, take a number of immediate and long-term steps to strengthen supervision.

- Require all supervisors and mid-managers to attend supplemental supervisory training.
- Develop and implement systems to monitor supervisory performance
- Reduce the administrative burden placed on supervisors
- Ensure reasonable supervisory spans of control

ENSURING EFFICIENT OPERATIONS

The management and operational approaches presented thus far – especially those designed to hold managers accountable for efficient and effective operations – should help to ensure operational efficiency over the long term. While these opportunities are being established, however, the department should take advantage of opportunities to use its resources more efficiently. This section addresses opportunities to make more effective use of resources across the entire department. The issues to be discussed include the following: civilianization, investments in the tools, equipment and technology needed to enhance employee effectiveness; scheduling; vehicles; the need for an internal mail service; and court time.

Civilianization

The primary reason positions should be filled by civilians unless a sworn officer is needed to perform the job is that the cost of employing sworn officers is much higher than the cost of employing civilians. The starting salary for a senior corporal with two years experience, for example, is \$64,647 while a comparable civilian coordinator or safety officer is paid a salary of \$42,205 (a difference of \$22,442). However, when pension costs of 27.5 percent for the sworn officer (as compared to 11.0 percent for civilians) and other benefit costs are considered the total compensation for a senior corporal with two years experience is \$91,022 while the total compensation for a

comparable civilian is \$54,718 – a difference of \$36,304 each year. In addition, the recruit and in-service training sworn officers receive is much more extensive than the training civilian employees receive. Indeed, the estimated cost of training a new sworn officer recruit (including academy and field training but excluding the recruit's salary) is over \$60,750. By contrast, most civilian employees receive little or no training prior to beginning employment with the police department.

A systematic framework was developed and used during this engagement to evaluate what positions should be assigned to sworn and civilian employees. The results of this analysis indicate that a total of 179 positions in the Dallas Police Department currently held by sworn officers can be civilianized. Please note that this analysis confirms an independent analysis of opportunities for civilianization conducted by the department. This analysis identified 36 positions that are candidates for civilianization.

Investments In Equipment And Technology

With a very few exceptions, the department's single biggest expenditure on a per unit basis is for employees (especially sworn officers). The total compensation for a senior corporal with two years experience, for example, is over \$91,000. Given the costs of employee compensation it makes sound management sense to provide employees with the equipment and technology needed to enhance their effectiveness. Even relatively large investments can be supported when viewed from this perspective. For example, a \$1 million investment in new technology that enhances the productivity of just 200 senior corporals by just five percent will pay for itself in its first year. Clearly, given this analysis, smaller expenditures need only increase productivity by a small amount to be worthwhile investments.

The department has already made a number of worthwhile investments to improve employee productivity. In the area of technology especially, the department has developed a number of useful applications that enhance employee productivity. While the department should be commended for its willingness to make investments to enhance employee productivity additional investments are needed and should be made. To determine which investments should be made first, the department should estimate what impact on productivity will result from each investment and focus resources first on needs where the yield in improved productivity per dollar of investment is the greatest.

Scheduling

A challenge for any organization that operates on a 24-hour a day, seven-day work week is to schedule employees in a way that ensures enough employees are working to meet workload demands at various times of the day and week while minimizing the number of hours where more employees are working than are needed. Scheduling efficiency can improve significantly if part-time workers are employed to address workload needs during periods of peak activity that last fewer than eight hours. Part-time workers can also be scheduled to work on days of the week for which workload is higher than for other days. The department should explore whether its employees have an interest in part-time employment and, if a sufficient number are interested, should adjust scheduling patterns and full-time staffing needs to reflect the use of part-time employees.

Vehicles

Three issues relating to the department's use of vehicles affect the efficient use of resources: some units have an insufficient number of vehicles assigned to ensure officers can make effective use of their time; vehicles are currently retained beyond the point at which it is cost-effective to repair them; and the department provides some officers take home vehicles when there is not an operational need to do so. A discussion of each of these issues follows.

Insufficient vehicles assigned to some units. Given the high cost of compensating the department's sworn employees it makes little sense not to provide them with the vehicles they need to be productive. The annualized cost of a vehicle – \$18,771 per year – represents but 20 percent of the total compensation of a senior corporal with two years experience. Consequently, as long as providing a vehicle increases employee productivity by this amount it is a sound investment. The department should therefore conduct a systematic analysis of the number of vehicles needed to support effective operations in each division and unit.

Vehicle replacement schedule. To free up resources to provide sworn officers with a pay raise a decision was made in 2002 to replace vehicles when they reach 125,000 miles instead of when they reach 80,000 miles as had previously been the case. This decision, while motivated by good intentions, is not sound from a management perspective. Not only is replacing vehicles at 125,000 miles not cost effective, it sends a signal to department employees that their work is not valued. The department's policy relating to vehicle replacement should, therefore be modified so that patrol vehicles are replaced every 75,000 miles.

"Home storage" vehicles. As a general rule, department employees should only be allowed to take vehicles home and "store" them there overnight if there is an operational benefit to the department for allowing them to do so. The cost of allowing officers to store vehicles at home between shifts is not small (estimated to be \$3,894 per year). Almost as important, however, when there is no clear operational reason for officers to take cars home, other officers view this privilege as an unwarranted and undeserved perk. The perception of disparate treatment can contribute to ill will within the workforce. 112 officers are currently authorized home storage vehicles. However, there is a sound operational reason for only 91 of these officers to take vehicles home.

Mail Service

At present, public safety officers (PSOs) and other staff (including, in some cases, sworn officers) spend considerable time transporting inter-office mail and correspondence to the central office headquarters and other divisions and picking up needed supplies and materials. A more cost-effective way to manage the delivery of mail and other materials would be to establish an internal mail service that would pick up and deliver mail, materials and supplies on behalf of the entire department. Costs would be reduced because instead of making point to point trips to and from each location a route covering all locations would be covered by a single individual.

Court Time

The department currently spends significant resources paying officers who have been subpoenaed to report to court and testify. Of the total amount spent on court appearances, a relatively small percentage is actually devoted to officers testifying in court. This problem would be significantly reduced if a higher percentage of officers received standby notifications that their testimony may be required. Under a standby notification an officer is required to be prepared to testify but does not appear in court until a decision has been made that his or her services are needed. This practice reduces the down-time officers currently spend waiting to appear in court and eliminates situations where officers report to court but aren't needed.

A number of steps should be taken to reduce the unnecessary time officers spend waiting to appear in court; however, most of these steps require collaboration with the courts and/or prosecutors. These steps include establishing strong working relationships between the department, prosecutors and the courts; ensuring appropriate sanctions are imposed on officers who do not report to court; providing information on the cost of officers reporting to court but not testifying; providing work stations for officers to use while appearing in court; and establishing "gain sharing" arrangements with the courts and prosecutors. (Under such arrangements, savings the department achieves from efforts to reduce the amount of time officers spend waiting to appear in court will be shared with the courts and the prosecutor. Taking this step will provide an incentive for the courts and prosecutors to actively participate in this effort.)

ELIMINATING BARRIERS TO EFFECTIVE OPERATIONS

This section discusses issues that present barriers to effective operations. Until these barriers are addressed efforts to improve department operations will likely be frustrated. The section is divided into four parts, each of which addresses a different category of barrier: administrative and operational practices; internal issues that cause attention to be diverted from improving citizen service; ineffective procedures for addressing issues raised by external stakeholders; and policies and procedures that are at odds with the suggested direction for the department.

Administrative And Operational Practices

Three issues relating to administrative and operational practices currently pose barriers to effective operations: paperwork requirements; staff assignment and rotation practices; and the budgeting process.

Paperwork requirements. Paperwork demands on department mid-managers and supervisors are enormous. To better understand the magnitude of this problem a systematic review of paperwork requirements was conducted as part of this engagement. The results of this analysis reveals that patrol divisions are required to complete 25 paperwork related activities each day, 18 each week and 15 each month. In addition, 53 paperwork related items are completed on an as-needed basis. Over the six patrol divisions the equivalent of a total of 36.66 positions is devoted to handling paperwork.

In addition to documenting the extensive resources the department devotes to paperwork, the analysis of current paperwork requirements reveals how extensive existing review and approval processes are. The division commander – who devotes more than half of his or her time to paperwork – personally reviews 73 percent of the monthly paperwork items prepared in the division, 87 percent of the weekly reports he or she is not responsible for generating, and 48 percent of the daily paperwork items. In addition, all but a handful of the paperwork items are reviewed, approved or processed by three or more managers and supervisors.

The management framework and recommendations presented in this report will require that mid-managers and supervisors focus on addressing important issues relating to strengthening internal management processes, improving services to citizens and reducing crime. Unless the paperwork burden is reduced, however, administrative and paperwork requirements threaten to crowd out the more substantive work on which these managers should be focusing their attention. Four important steps should be taken to address this problem.

- The department's information and documentation needs should be systematically reviewed
- Overlap in information and documentation needs should be identified
- The extent to which the review and approval of information is needed should be evaluated
- Cost effective approaches to collecting and documenting needed information should be developed

Staff assignment and rotation policies. Three issues are discussed in this section: staff rotation; staff assignment to patrol watches; and the need for the senior corporal position.

- **Staff rotation.** At present the department does not have a policy that requires officers to rotate among non-patrol division assignments at specified intervals. While such policies are helpful in supporting the development of a workforce with a broad range of experiences and perspectives, they are essential to effective risk management in units conducting work that is vulnerable to potential corruption or abuse. In particular, for example, staff rotation is essential in internal affairs, vice and narcotics units. Moreover, rotating staff among assignments helps prevent the development of fiefdoms within the department to which employees have more of an allegiance than to the department as a whole. To address this issue the department should establish a general policy that limits the amount of time officers can spend in any non-patrol division assignment. In crafting this policy, however, the department should establish exceptions when there is an operational benefit to doing so.
- **Staff assignment to patrol watches.** The department's current policy of allowing officers to select the watch to which they are assigned based on seniority is not, for the most part, unreasonable. However, because no limits have been established on this practice some patrol shifts have a high percentage of officers with very little experience. Assigning staff with little experience to the same patrol shift – especially the third watch which has more calls-for-service than any other patrol shift – places

the department at some risk that if a particularly difficult situation arises the officers on duty will lack sufficient experience to effectively handle it. To address this situation the department should set minimum expectations relating to the experience of patrol officers assigned to each patrol shift. As long as these expectations are met the current practice of officers selecting shifts based on seniority should be maintained.

- **Senior corporal position.** The senior corporal position, as it is currently defined, creates a number of barriers to effective operations. First, as previously discussed, while senior corporals serve as field training officers not all officers who become senior corporals have an interest in becoming an FTO. As a consequence, the department employs a great many senior corporals who lack the interest and dedication to become effective field training officers. In addition, officers who wish to be assigned to investigative units and to some specialist units (such as the mounted and traffic units) must also be senior corporals. This practice complicates efforts to rotate the best staff into these assignments. In addition to serving as a barrier to effective operations, the department's current approach to using the senior corporal position is expensive. A great many senior corporals perform exactly the same function as patrol officers yet are paid a premium. To address this situation the department should, over time, discontinue the senior corporal position. While existing senior corporals should be "grandfathered" into the position all functions currently performed by senior corporals should immediately be made "assignments." In other words, staff for these positions should be selected to fill such important roles as investigator and field training officer based on their background, interest and experience relative to the job and not because they have been promoted to a senior corporal position. Officers who are selected to fill these assignments should receive an appropriate stipend while filling the role but should revert to a police officer's salary when they return to patrol duties.

In the future, the department may wish to establish a "master patrol officer" position to replace senior corporals. Such positions should not be a promotion officers must pass through on their way to sergeant and higher ranks but rather should be used to reward officers who consistently do excellent work for the city and have done so for a number of years. In the current structure, excellent officers who wish to be paid more must be promoted to senior corporal or another position.

Budgeting process. While the department has made good progress over the past year in modifying its budget process to better link resource allocations with department priorities, further improvement in this area is warranted. Other short-comings associated with the budget process must also be addressed ,if the recommendations for strengthening department operations presented in this report are to be successfully implemented. These short-comings include the following:

- The budget process is not sufficiently collaborative
- Senior managers are not sufficiently accountable for managing the budgets of their units
- Excessive use of special assignments distorts budget allocations

- Some budget management practices have negative operational consequences
- Managers do not have incentives to aggressively seek way to increase revenue

The department should build on the excellent steps it has already taken to further strengthen its budgeting process. In particular, the department should revise the budgeting process to ensure a strong linkage with planning and to promote discussion and collaboration on budget related issues with all bureaus, divisions and units within the department. Establishing a vibrant budget process characterized by extensive discussions about department priorities, the best use of resources to achieve those priorities, and what plans developed by individual bureau, division and unit managers should be implemented is crucial to the success of the overall improvement efforts outlined in this report.

In addition to revising the budget development process the budget management process should be revised as well. Managers should be held strictly accountable for adhering to the budgets that have been established for their divisions and failure to do so should be met with appropriate sanctions. Moreover, if the budget is to be an effective decision-making tool the department should clearly articulate its needs for staffing, materials, vehicles and equipment. No pre-conceived ratio of staffing expenditures to total expenditures should be established. To ensure the integrity of budget allocations the department should also make more judicious use of officers on special assignments. The department should also work with the city's budget staff to provide incentives for managers to generate revenues through their entrepreneurial efforts. In particular, mechanisms should be established for any revenues generated from such efforts to accrue to the benefit of the department. To the extent possible, given the fiscal realities faced by the city, these revenues should augment and not supplant existing city support for the police department.

Internal Issues That Divert Employee Attention

The interviews and survey findings conducted as part of this engagement identified significant internal dissatisfaction with a range of issues relating to internal management and operations. These issues are of significant concern to employees and unless they are addressed efforts to direct the attention of department employees on serving citizens will be difficult. These issues, which will be discussed in this section, may be divided into three categories: relationships with the city government; internal processes; and relationships among civilian and sworn employees.

Relationships with the city government. From the perspective of many of the employees interviewed as part of this engagement, relationships with the city government are at an all time low. Police officers are deeply upset about a number of issues including the following:

- Elimination of 52 week coverage for employees who are injured on the job³
- Reinterpretation of FLSA laws relating to overtime

³ This issue was recently addressed by the city council.

- Elimination of tuition reimbursement
- Elimination of an annual bonus based on employee's longevity
- Concerns that compensation is too low
- Increased healthcare deductibles

It is difficult to overstate the preoccupation of many officers with these issues and their consternation over how the city addressed them. Perhaps most troubling is the fact that some officers have reportedly allowed these issues to affect the quality of service they provide citizens. In interviews, a small number of officers indicated that they were much less likely to respond quickly to calls or to put themselves in harm's way because they were so upset about these issues.

A certain amount of ill will and resentment is to be expected whenever an organization such as the City of Dallas, in response to fiscal constraints, reduces employee benefits and perquisites that had been viewed as part of the employees' overall compensation package. The level of resentment and, in some cases, militancy engendered by these actions in the Dallas Police Department is, nonetheless, surprising. It appears that lack of dialogue, communication and information about some of these issues has fueled employee resentment.

- **Lack of communication about the rationale for decisions.** The perception among many officers is that the department was singled out by the city's leadership for cuts and give backs. While it was beyond the scope of this engagement to assess the validity of such claims, certainly for a number of issues the changes that were made affected all departments. For example, the reduction in the number of weeks for which employees who are injured on the job receive supplemental pay from 52 weeks to 13 (which was recently restored) was implemented for all city employees.
- **Failure to effectively communicate factual information.** A common perception among many department employees is that the department is losing a large number of new employees to other area police departments because starting salaries for police officers are so low. Analysis, however, suggests that very few police officers leave the department's employment during their first two years on the job and of these only slightly more than half leave to work for other police departments.

The level of anger and resentment that many department employees feel towards the city will not dissipate overnight regardless of any action that is taken by the city (although the city council's recent decision to expand coverage for workers who are injured on the job to 52 weeks is an excellent first step.). Nonetheless, proactive steps are needed if relationships are to begin to mend. First, the city should improve communication about these issues and provide a context for the decisions that have been made. In addition, a process should be established to consider alternative approaches to addressing some of the issues that are of crucial importance to employees. While these efforts are taking place, however, department leaders should stress in no uncertain terms that the quality of service citizens receive should in no way be affected by the fact that employees are

disgruntled about internal and management issues. Any indication that employees allow services to citizens to suffer because of their anger and resentment toward the city should be dealt with swiftly and decisively.

Internal processes. In interviews, employees expressed significant dissatisfaction with human resource processes relating to promotion, employee discipline, transfers and grievances. The consistency with which employees voiced concerns about these processes in interviews, combined with the high levels of dissatisfaction reported in the employee survey suggest that unless decisive action is taken to address these internal issues efforts to reorient employees to focusing on issues relating to improving service to Dallas citizens will be difficult.

Regardless of the steps the department takes to strengthen processes relating to promotion, discipline, employee transfer and grievances, survey and interview findings suggest that there will be a high level of skepticism that the processes have in fact improved. Consequently, efforts to strengthen and improve these processes must be supported by an overall effort to make these processes as transparent as possible. To the extent feasible given the need for confidentiality in some areas, employees should receive feedback on the decisions that were made. In particular, when employees are not selected for a transfer or promotion they should receive feedback on why they weren't selected and what specifically they might do to improve their chances for success in the future. In addition, to making decision-making more transparent, the department should ensure that policies and procedures relating to promotion, discipline, employee transfer, and grievances are consistently and rigorously followed. In addition, procedures should be modified to allow grievances to be screened so that matters that do not meet the criteria for being grievable or that are not filed in a timely manner are removed from the process.

Relationships among sworn and civilian employees. It is not uncommon in police departments for civilian employees to feel less respected than sworn officers. This situation is no different in the Dallas Police Department. No amount of management attention will make these issues disappear entirely, but certain aspects of the problem – for example, that civilian employees do not feel they are respected as much as sworn employees – can be mitigated. As a demonstration of its commitment to addressing these issues, the department should establish a standing committee charged with focusing on understanding the issues that create discord among sworn and civilian employees.

External Issues That Divert Employee Attention

Providing an appropriate response to service requests from city council members and individual citizens is an important department function. The department recognizes the importance of this function and currently provides a prompt and detailed response to every request for service received from city council members and also provides a prompt response to many individual service requests from ordinary citizens. While the department should be commended for its efforts in this regard, the current approach to handling these service requests can disrupt day-to-day operations and is unnecessarily time-consuming. The impact these service requests have on department operations are disproportionate to their number for two primary reasons. First, all service requests are given equal priority. Second, the same format is used to document the response to all service requests.

The department should work with the city council to develop a more measured and effective approach to handling service requests from city council members. Rather than handling all service requests in the same way, a system should be established to prioritize service requests in a manner that is consistent with the department's overall objectives and priorities (which will be set by the city council) and that also meets city council expectations for responsiveness. In addition, a range of alternative approaches to document response to the service request should be developed that provide city council members with assurance that the issue has been addressed but that is less administratively burdensome to department managers and staff. Furthermore, in addition to simply tracking the number of service requests that are received the department should categorize and summarize these requests. As part of the annual planning and goal setting process with the city council then, these summaries of service requests by city council members can be used to inform the process for establishing overall expectations for department performance and for setting the department's budget.

Policies And Procedures

The Dallas Police Department's policies and procedures mirror the management approaches that characterize the organization. Because these policies and procedures reinforce many of the existing management practices that this report suggests should be changed, existing policies and procedures must also be changed if the management improvements suggested in this report are to be successfully implemented. Specific ways in which existing policies and procedures reinforce existing practices include the fact that existing policies and procedures:

- Are overly prescriptive
- Reinforce existing tendencies to micro-manage
- Are used as a substitute for management
- Complicate effective personnel management
- Institutionalize low expectations for employees

The department should revise its policies and procedures. This process should proceed in three steps. First, the department should review the existing general orders and cull out orders where a specific delineation of department policy is not necessary. The general orders need not be designed to cover every possible contingency and efforts to do so will result in a bloated set of requirements that few if any officers fully understand. Second, the remaining policies and procedures should be reviewed to ensure that they support the overall management and operational approaches recommended in this document. Finally, after the overhaul of the general orders has been completed, an ongoing program of training to ensure all officers are familiar with the orders should be established.

MANAGEMENT SYSTEMS

As previously discussed, effective leadership is needed to address the current needs of the department and to set it on the path of improved performance. Leadership alone, however, will be insufficient to ensure that the department maintains the momentum needed for sustained improvement. To ensure continued success over the long-term, management systems must be established that provide a framework for effective management, ensure managers have the information they need to make decisions consistent with that framework, and to enforce the management discipline needed to support continuous improvement. By taking advantage of the window of opportunity made possible by the change in department's leadership and the city's investment in this review, the department can establish the management systems needed to institutionalize the management improvements recommended in this report. Once these management systems are fully established, the department will not be dependent on a strong leader to ensure its success. On the contrary, these systems will support effective operations over time as department leaders and managers change.

D – ISSUES AFFECTING INDIVIDUAL BUREAUS

This section presents issues relating to individual bureaus and divisions. The section is divided into six parts: Office of the Chief of Police; Patrol Bureau; Homeland Security and Investigations Bureau; Special Services Bureau; Support Services Bureau; and Administrative Services Bureau.

OFFICE OF THE CHIEF OF POLICE

This section discusses administrative staffing and the Interactive Community Policing Coordination Unit (ICPCU).

Administrative staffing. At present, five administrative staff provide support directly to the chief of police. While it is important that the chief's office have sufficient staff to provide needed administrative support, given the importance of leveraging scarce resources to the proposed management framework it is also important that the chief set an example by ensuring that his office be staffed with no more resources than are necessary. Four full-time administrative staff should be sufficient to support the chief so one position should be discontinued or redeployed.

Interactive Community Policing Coordination Unit (ICPCU). The ICPCU has been given a nearly impossible task. In a city with the size and diversity of the City of Dallas it is extremely difficult for any centralized unit – especially one with limited staff – to have a material impact on police community relations. The role of the ICPCU should change given the expectation that patrol operating divisions will be the department's primary liaison with the community. Rather than provide services directly, unit staff should focus on developing programmatic ideas that can be implemented by patrol divisions. In addition, the unit should continue performing some citywide functions – such as representing the police department on the Crime Watch Executive Board and providing coordination services for the crime watch programs offered in each patrol division.

PATROL BUREAU

This section is divided into five parts: level of service; organization and management; ensuring efficient operations; enhancing effectiveness; and staffing and scheduling.

Level Of Service

The patrol operations divisions that comprise the Patrol Bureau have three primary responsibilities – they respond to calls-for-service, they conduct follow-up investigations of selected crimes; and they work to develop and implement strategies to control crime. Improvement is needed in each of these areas.

Calls-for-service response. The department's performance with regard to response time to calls-for-service is the second lowest among the nine benchmark police departments providing information for this study and the third lowest with regard to response time to non-emergency calls-for-service. In particular, response to Priority 3 and Priority 4 calls can be quite lengthy. It currently takes the police department more than 30 minutes to respond to 26 percent of the Priority 3 calls received and 46.7 percent of the Priority 4 calls received. In addition, the performance of the patrol divisions falls well short of the response times citizens responding to the survey consider to be reasonable.

Crime solution. The performance of the patrol operations division in solving crimes, when viewed on a comparative basis, is much better than its performance in responding to calls-for-service. For the two types of Part I crimes investigated by patrol operations division investigators (burglary and larceny/theft) the department exceeds the performance of all but two of the benchmark police departments with regard to burglary clearances and has the best performance with regard to the solution of larceny/thefts. While this level of performance is commendable it is certainly reasonable to expect the department to be able to improve its clearance rate for burglaries.

Level of crime. The level of crime in Dallas, based on the number of crimes per thousand population is higher than in the benchmark cities. Violent crimes (homicide, rape, robbery and aggravated assault) per thousand population are higher in Dallas than in all but one of the benchmark cities. Non-violent crimes (burglary, larceny/theft and vehicle theft) are higher in Dallas than in any of the benchmark cities.

Organization And Management

This discussion focuses on the organization and management of the patrol operations divisions. The discussion begins by presenting an analysis of the extent to which specialization is needed within the patrol operations divisions. The next subsection then presents a discussion of the roles and responsibilities of key managers within the divisions.

Specialization. In general, police departments should avoid assigning roles and responsibilities of functions too narrowly unless there is an operational need to do so. From an operational perspective, defining responsibilities too narrowly limits flexibility. A resource that is dedicated to performing one task and one task only is, by definition, not available to perform other tasks. Excessive specialization also creates cultural problems. When a specialized unit has been designated to perform a task, other

personnel may choose not to perform it even if they could easily do so. The thinking runs, “we have a specialized group to perform this task so why should I bother with it.” This “it’s not my job” mentality is an almost unavoidable byproduct of specialization and is very difficult to manage. Indeed, this mentality is currently prevalent among Dallas Police Department patrol officers who answer calls.

A systematic analysis of the need for specialization was conducted as part of this engagement. This analysis showed that there are only five functions that should be assigned to staff working in specialized units: accident investigation and response to injury accidents;⁴ budget development and administration; crime analysis; follow-up investigations; and grants.

Roles and responsibilities. Within the management framework recommended for the Dallas Police Department, the deputy chiefs who lead patrol divisions will be held accountable for the performance of their patrol divisions. Both short-term and long-term quantifiable goals and objectives consistent with the department’s overall goals and objectives will be established for each division and the determination of whether deputy chiefs will be allowed to continue in their roles will depend on their success in achieving these objectives. As discussed, however, if deputy chiefs are to be held strictly accountable for the performance of their units they must also be granted the authority to have a substantive impact on the performance of their division. To this end, when the recommended management framework has been fully implemented, the deputy chiefs who lead patrol divisions should play the following key roles:⁵ leader; entrepreneur; planning; distributor of discretionary resources; enforcer; staff development; quality reviewer; and coordinator.

There is an inherent inconsistency in the discussion of “community policing” in many police departments. Patrol officers are expected to solve problems and to get to know the needs of the local community; however, these officers are assigned to work a single patrol shift each day. Consequently, despite the rhetoric and exhortations of department leaders, most of these officers view their job from the perspective of a single shift and it is very difficult for them to consider issues from a broader perspective. An effective way to resolve the tension between the “time of day” perspective of most patrol officers and the “geographic” perspective needed to solve problems and reduce crime is to accept the fact that patrol officers and their supervisors will typically view the work from a shift perspective. They will assign responsibility for formulating plans and strategies to addressing problems from a geographic perspective to a higher level within the organization. In the recommended structure, therefore, patrol lieutenants are assigned responsibility for developing (with the support of the sergeants and the officers who work for them) plans and strategies for solving local problems.. When the recommended management framework has been fully implemented, area lieutenants within patrol divisions should function with the following roles:⁶ manager, tactician; community representative, staff developer and quality reviewer.

⁴ The analysis of functions that should be centralized and decentralized suggested that accident investigation and response to injury accidents should be assigned to the patrol divisions.

⁵ These roles are described in more detail in Chapter XIV.

⁶ These roles are described in more detail in Chapter XIV.

Ensuring Efficient Operations

This section presents opportunities for the patrol bureau and its operational divisions to make more efficient use of resources. The section is divided into four parts: deployment; scheduling; use of civilian resources; and Walker consent decree.

Deployment. The ability of the patrol divisions to make the most effective use of their resources to improve response times and to reduce crime is affected by a number of deployment strategies that are not optimal. First, the current deployment of patrol staff is characterized by excessive specialization. Additionally, some staff is currently diverted from their core responsibilities to special assignments which may or may not be effective. The number of officers deployed in two-officer units is also excessive. The combination of these factors creates a situation where the patrol operations divisions fail to make the most effective use of the staff they have available.

The department should take a number of steps to deploy its patrol resources more effectively. First, the patrol divisions should discontinue their specialized ICP and bike units. Division commanders and lieutenants may choose to continue to deploy officers to perform community outreach and to patrol on bike on an as-needed basis. However, these decisions should be based on the tactical and operational plans developed by the divisions and assessments of how best to use resources to achieve division goals and objectives. In the same way, the department's assignment of officers to special details should be carefully examined to ensure that these deployment strategies are aligned with the division's crime reduction and service improvement strategies. Finally, the department should cease assigning officers to two-officer elements except when a field training officer is working with a trainee.

Scheduling. Regardless of the level of resources available to address a given workload, scheduling practices should be designed to even out the workload over the workforce. Ensuring patrol officers are scheduled to work when they are needed is not only equitable from an employee perspective – employees assigned to one shift do not have a significantly greater workload than employees assigned to another shift – but also reduces response times because backlogs of unanswered calls are minimized. The patrol operations divisions currently do a generally effective job of scheduling patrol officers when they are needed. However, the Central Operations Division is much less effective at scheduling its officers than the other divisions. This is because officers assigned to the Central Operations Division work 10-hour shifts and such shifts are much more difficult to schedule officers efficiently than eight-hour shifts. To address this issue, the Central Operations Division should schedule officers to work eight-hour shifts.

A challenge for any police department is to manage the call workload during shift change periods. Even if the start of shifts are staggered so that a portion of the shift begins an hour earlier than the rest of the shift considerably fewer officers will be working during the shift change hours than during the other hours of the shift. While this problem cannot be completely avoided some steps can be taken to mitigate the impact of this problem. First, patrol work schedules should begin an hour earlier. Taking this step will reduce the number of calls responded to during the shift change period. In addition to beginning shifts one hour earlier the department should also consider staggering the start times of watches to begin every half hour over a two hour period. Doing so would

result in only a quarter of the personnel assigned to the watch being unavailable to answer calls during the start of a watch as opposed to half of the watch being unavailable to answer calls under the current system.

Use of civilian resources. The activity analysis survey conducted as part of this study reveals that investigators assigned to patrol divisions currently spend a sizable portion of their work day on administrative and paperwork related activities. At present, however, investigators have relatively few clerical staff to support them. Indeed, the ratio of clerical support staff to investigators (including sergeants) in patrol divisions averages 1.2 clerks for every 17.5 investigators. To address this situation, one additional clerical support personnel should be assigned to each patrol operations division with the exception of the Southwest Operations Division which already assigns two civilian support staff to its investigative unit.

Walker consent decree. Due to concerns that the city was not providing adequate services to citizens who live in Dallas Housing Authority properties a consent decree was issued requiring the police department to provide specified services. While the department is no longer bound by this consent decree it has made a commitment to continue to provide services in the manner specified by the consent decree for an additional two years. The current agreement focuses on the “inputs” the police department provides to support areas covered by the consent decree. When the terms of the current agreement expire the department should seek to affirm its commitment to providing high quality services to Dallas Housing Authority properties not by guaranteeing the level of resources to be provided but by negotiating a level of service that will be maintained. Taking this approach would ensure that the citizens who reside in Dallas Housing Authority properties continue to receive high quality police services while freeing the department to determine the most cost-effective way to provide the services.

Enhancing Effectiveness

This section discusses steps the department can take to improve the effectiveness of patrol officers. The section is divided into five parts: beat responsibility, preliminary investigations; property; vehicles; equipment and call priorities.

Beat responsibility. As previously discussed, most patrol officers have a tendency to view policing issues from the perspective of the individual shift to which they have been assigned. While this perspective is, to some extent, unavoidable that does not mean that patrol officers should not also strive to develop a geographic identification with the patrol beats and sectors to which they are assigned. Indeed, to the extent possible, consistent with the crime reduction and service improvement strategies being developed by the area lieutenants, patrol officers should be assigned to the same beat and work to develop an understanding of the community needs and policing issues in that beat. Moreover, if a crime reduction or service improvement initiative is focused on an individual patrol officer’s beat, he or she should be expected to take the lead in supporting those efforts. In addition, as long as call response times do not exceed expectations, every effort should be made for the officer assigned to a beat to respond to calls in that beat.

Preliminary investigations. For the most part, investigators currently conduct follow-up investigations of property crimes such as burglaries only if a lead is identified and included as part of the initial police report. This is an effective practice since there is little an investigator can do to solve a crime unless there is a lead he or she can investigate. Consequently, a key to improving the solution rate for property crimes is to uncover more leads at incident scenes by conducting thorough preliminary investigations as part of the initial response to the crime scene. In the Dallas Police Department, however, the quality of the preliminary investigations performed is quite inconsistent. As part of an overall effort to improve the solution rate to burglaries, therefore, the department should reinforce the importance of conducting thorough preliminary investigations at crime scenes.

Property. Procedures for handling property obtained by police officers are not consistently enforced in all patrol divisions. Among other problems property tags are not consistently legible and complete and the property room at some divisions is not always locked – which could result in property being stolen or tampered with. Clearly, any issue that could compromise the chain of custody for evidence is a serious problem that must be immediately addressed. The key to this effort will be ensuring that line supervisors monitor how property is handled by their subordinates.

Vehicles. One of the themes that emerged from discussions with citizens at the drop-in sessions staged throughout the city as part of this engagement was the need for increased police visibility. One way to provide this visibility at a relatively modest cost to the city is to allow officers who drive marked elements and live within the City of Dallas to take their vehicles home at night. Significant increased visibility will result when officers use their vehicles to drive to and from work and for approved personal business. In addition to the advantages associated with increased visibility, allowing officers who live within the city limits to take cars homes would greatly increase the department's ability to quickly mobilize police officers in the event of an emergency (a benefit that has increased in value since the events of September 11, 2001).

Equipment. Patrol vehicles are currently not equipped with prisoner shields. As a result, when a person is arrested they must be restrained in the back seat of the vehicle and even then pose a potential threat to officers who are driving the patrol elements. Moreover, when a prisoner becomes ill, patrol officers in the front seat do not have a barrier between themselves and the sick prisoner. Prisoner shields are basic equipment in police departments across the country and the Dallas Police Department should be no different.

The department has already made a significant investment in equipping patrol vehicles with video cameras and is planning to make additional investments. In the current budget 150 video cameras are proposed and the department is planning to purchase 150 additional cameras each year for the next four years to outfit all patrol elements with cameras. Given the importance of video cameras in enhancing public trust, however, the department should explore ways to accelerate efforts to equip all patrol vehicles with video cameras.

Call priorities. The information on citizen expectations relating to response times to calls-for-service developed as part of the citizen survey is extremely helpful in understanding overall citizen service expectations. However, the information is not as useful as it could be because citizens were not asked to make tradeoffs among different

response times to calls-for-service. This sort of analysis can and should be performed. The results of this survey should be used to refine department expectations with regard to how quickly calls of various types should be answered.

Staffing And Scheduling

This section is divided into three parts. The first part discusses the staffing needed to respond to calls quickly while ensuring officers also have time to perform other needed work. The second part discusses the discretionary staffing needs, and the third section discusses supervisory and management staffing requirements.

Calls-for-service response. Analysis of the staffing needed to respond quickly to calls-for-service has a number of components:

- Evaluating alternative approaches to handling calls
- Using queuing analysis to determine the number of officers needed to ensure a high probability that an officer will be available to respond to the call when the call is received
- Ensuring officers have sufficient time to perform activities other than responding to calls for service
- Applying a relief factor to calculate the number of officers who need to be employed to ensure required staffing levels are maintained
- Assessing supervisory staffing needs

This analysis reveals that the department needs 1,208 patrol officers (excluding officers required to meet the requirements of the Walker consent decree, investigators and officers to serve the central business district) and 115 public safety officers just to respond to calls-for-service.⁷ A total of 1,323 personnel (police officers, senior corporals and public safety officers) are therefore needed just to respond to calls for service. At current staffing levels this leaves just 90 personnel to perform other needed patrol responsibilities (excluding investigators) at the six patrol divisions. Over all the divisions a total of 1,413 police officer and senior corporal positions are currently employed (excluding officers required to meet the requirements of the Walker consent decree, investigators and officers to serve the central business district).⁸

Discretionary staffing. Analysis of the staffing needed to ensure a prompt response to citizen calls-for-service is analytically straightforward and the level of service desired can be clearly linked to the availability of patrol resources. Determining the staffing needed to undertake proactive activities such as community outreach and proactive

⁷ This level of staffing assumes that there will be a 95 percent probability that an officer will be available to respond to calls when they are received and that officers typically devote 50 percent or less of their shift to responding to calls-for-service.

⁸ In addition, 16 public safety officers are currently employed by the six patrol divisions but these officers are not used for call response.

investigations, on the other hand, is much less straightforward. A useful way to consider thinking about the need for discretionary resources is to consider what percentage of available capacity should be devoted to proactive activities and what percentage should be devoted to reactive activities (such as responding to citizen calls-for-service). Given the high level of crime in Dallas increasing the department's investment in its proactive policing activities is warranted. To this end, the department should increase its investment in proactive policing activities so that the time patrol officers spend responding to calls and the time they spend on proactive activities is roughly equal. (An additional third of their time is needed for administrative activities and breaks.) In addition, some additional proactive capacity is warranted because the time patrol officers devote to proactive initiatives between calls will, by necessity, be somewhat less productive than the time of officers who devote their full attention to proactive activities.

The total discretionary staff that is recommended based on this analysis is 337 positions. These additional staff should be increased over time; however, as the police department demonstrates that it has developed plans and strategies to make effective use of these discretionary staff.

Supervisory staffing. Typically, a ratio of one sergeant for every eight to ten patrol officers, senior corporals and public safety officers is sufficient to provide adequate supervision in a police department. As previously discussed, however, strengthening supervision will be of crucial importance to the department's efforts to improve performance. Consequently, providing supervisory capacity at the lower end of the range of one sergeant for every eight to ten subordinates is recommended where practical. A net increase of 50 sergeant positions is recommended for the patrol operations divisions.

Staffing summary. A significant additional investment, over time, is recommended for the patrol operations divisions. As the following table shows, a net of 340 positions are recommended.

Position	Current	Recommended	Increase
Deputy Chief	6	6	0
Lieutenant	30	34	4
Sergeant	182	232	50
Police Officer And Senior Corporal	1627	1786	159
Total Sworn	1845	2058	213
PSO	16	115	99
Other Non Sworn	45	73	28
Total Nonsworn	61	188	127
Total	1906	2246	340

In addition, 190 additional vehicles will need to be assigned to patrol to implement the staffing and deployment recommendations.⁹

⁹ This number excludes the vehicles that will be needed to support staff from centralized units reassigned to support patrol operations.

HOMELAND SECURITY AND INVESTIGATIONS

This section presents information on the following divisions: crimes against persons; crime scene response; tactical; traffic and public integrity.

Crimes Against Persons

With one exception, the investigative units within the Crimes Against Persons Division are adequately staffed. One unit, however, needs additional resources. The six officers assigned to the sexual assaults squad currently have an annual caseload of 173 cases per year while in other cities investigators are expected to handle significantly fewer cases (between 100 and 115 cases per year). Three additional investigator positions should be added to bring the unit's workload per officer down to a more reasonable level.

Crime Scene Response

Excluding supervisors, the department currently employs 21 sworn officers and 18 civilian crime scene technicians to process evidence at crime scenes. Analysis suggests that somewhat fewer staff is allocated to this function than is needed. Seven additional civilian positions should be assigned to this unit.

Tactical

This section presents recommendations relating to SWAT, helicopters, mounted and tactical support operations.

SWAT. The department has not done an effective job of ensuring that SWAT personnel make effective use of their time when they are not training or working on special assignments. Indeed, only slightly more than half their time is currently spent on these activities and the other half is unaccounted for. To address this issue, an expectation should be established that SWAT personnel should support patrol operations divisions when their specialized training and skills are not needed for special assignments or they are not training. In addition, the time SWAT personnel devote to training should be reduced somewhat.

Helicopter. The department's helicopter fleet is relatively old and expensive to maintain. Indeed, the fleet has reached the point at which continued maintenance is not a cost-effective option. The department has estimated that a ten year lease purchase program would cost \$1 million per year. These costs would be offset by the savings in maintenance associated with operating helicopters under warranty (estimated to be \$1 million over five years) and approximately \$1.3 million in current price agreements for maintenance and trade-in that could be applied to the lease of new helicopters. To offset these costs the department should explore the possibility of contracting with other area police departments to provide helicopter services.

Mounted. In any police department, deploying a mounted unit is a luxury not a necessity. While mounted units can play an important role in crowd control and in providing police visibility in certain situations, they are not essential to police departments achieving their missions. In a department such as the Dallas Police Department that has significant needs to address and is struggling to meet those needs

in an environment of limited resources, it is incumbent on the mounted unit and its officers to make itself as valuable as possible to the various patrol divisions that would be allocated additional resources if the mounted unit did not exist. To this end, the department should take steps to ensure the mounted unit is responsive to the needs of individual patrol divisions. In particular, mounted unit managers should prepare plans at the beginning of each month indicating the hours the mounted unit is needed to address citywide needs and the hours it is available to support patrol operations. Patrol division managers should then “bid” to use the remaining time of mounted officers to address local division needs.

Tactical support. A Fugitive Squad – which reports in the Tactical Support Unit – is currently responsible for apprehending fugitives. A specialized stand alone unit is not needed to perform these functions as the Tactical Services Section has enough capacity to assume these responsibilities.

Traffic

This section discusses the deployment of traffic staff, the need to strengthen relationships with the City’s traffic engineering department, the benefits of making use of automated traffic enforcement technologies, and the possibility of tapping tax revenues that are available to support school crossing guards.

Deployment. Most of the functions currently performed by the Traffic Division should be assigned to patrol operations divisions. Indeed, the only staff that needs to be centralized are the investigators who investigate vehicular crimes (who will be assigned to the proposed centralized investigations unit), the unit responsible for overseeing school crossing guards, the special projects units and the special investigations unit. In addition, this group should coordinate the deployment of motorcycle officers – drawn from staff assigned to patrol divisions – when such officers are needed to support specialized activities such as providing dignitary escorts that require the deployment of officers on motorcycles. The remaining traffic enforcement officers and accident investigators currently assigned to the traffic division should be assigned to the six patrol divisions.

Relationship with City traffic engineering. Reducing the risk of accidents at high risk, high traffic intersections requires a collaborative effort on the part of the police department’s traffic enforcement personnel, the city’s traffic engineering department and other city departments (for example, departments responsible for trimming trees that may obstruct visibility at some intersections). Despite the importance of these collaborative efforts, little coordination among the departments currently exists. To address this problem the lieutenant who oversees the centralized traffic section should seek to establish regularly scheduled meetings with representatives of the traffic engineering department and other appropriate city officials to review information on traffic accidents, identify high risk intersections and develop common strategies to address them.

Technology. Police departments throughout the nation have found that the use of automated traffic enforcement technologies to be beneficial in increasing compliance with traffic laws and reducing the risk of accidents at high risk intersections. Aside from the obvious benefits associated with reducing accidents, installing such cameras create a number of ancillary benefits. In particular, the use of such cameras frees officers to

focus on other activities. In addition, some jurisdictions have found the cameras to be useful in addressing illegal activity at gang and narcotics hotspots. (Please note that there are some legal issues that must be addressed before automated traffic enforcement cameras can be implemented. In particular, a civil penalty must be established for traffic violations as has been done in the City of Garland.)

Revenue. Cities in Texas are authorized to impose a tax to support the cost of providing school crossing guards. The City of Dallas, however, does not currently take advantage of this source of revenue. Using these revenues to offset the cost of a service the police department is required to provide but that does not support its core mission seems worthwhile.

Public Integrity

The 12 investigators assigned to the public integrity function investigated 181 cases in 2003 or average of 15 per investigator (about one every three weeks). A caseload of 24 cases per investigator each year would be more reasonable.

SPECIAL SERVICES BUREAU

This section begins by discussing issues that affect more than one unit within the bureau and then presenting findings related to the following divisions: narcotics; youth and family support; auto theft and financial crimes.

Issues Affecting More Than One Unit

Because effective communications systems have not been established, centralized and decentralized staff investigating vice and narcotics activities sometimes find themselves investigating the same problem without knowing that other entities are involved. To address this issue, the systems developed to strengthen coordination and communication among decentralized units should also be used to support improved communication among centralized units as well.

At present, vice and narcotics detectives are scheduled to only work on weekdays. The need for vice and narcotics enforcement does not stop at the weekend, however. Schedules for these officers should be modified therefore to provide enforcement services seven days a week.

Narcotics

Spans of control for the four lieutenants assigned to the Narcotics Division are narrow. To provide more reasonable spans of control the six street squads that currently report to two lieutenants should be combined under the leadership of a single lieutenant.

A number of other steps should be taken to strengthen narcotics division operations. First, the department should take steps to ensure that its use of seized monies complies with federal law and reflects department priorities. In addition, procedures should be established to ensure that when large cash seizures are made the monies are taken immediately to a financial institution. Finally, the division's technical squad should be assigned responsibility for maintaining all the specialized equipment assigned to the division.

Youth And Family Support

As currently configured the organization of the Youth and Family Support Division is sound. However, when the Dallas Independent School District police force matures the unit commander for the gang/school liaison/LETS unit will have only two sergeants reporting to her. To ensure reasonable spans of control after this change has been made the unit should be merged with the Youth Operations Unit and one of the lieutenant positions should be discontinued.

It is impractical for a unit of only sixteen sworn and three civilian staff to effectively address gang related activity in a city the size of Dallas. Consistent with the organizational recommendations previously presented, individual patrol divisions should be responsible for addressing crime problems relating to gangs in their divisions. As necessary, they should deploy the range of resources available at the division to address whatever gang problems exist. To support these efforts, twelve of the sixteen staff currently assigned to the gang unit should be redeployed to the patrol divisions (two per division). Patrol managers should rely on these officers to be their experts on gang related activity. The remaining four gang unit members should be assigned to the recommended intelligence unit.

Auto Theft

The problems that currently plague the Auto Theft Unit are a microcosm of the problems afflicting the department as a whole. The unit lacks a clear direction and as a consequence staff does not have a shared understanding of what the unit is trying to accomplish. To address these issues, unit leaders should be charged with developing an overall strategy and plan to address citywide auto theft issues.

Financial Crimes

At present, caseloads in the financial crimes unit are relatively high. The forgery caseload, for example, is approximately five cases per day while three to four cases per day is generally considered appropriate. In addition, only two investigators are assigned to address identity thefts – an extremely fast growing crime across the nation. Moreover, because two of three clerks were eliminated from the unit, the amount of clerical work performed by unit investigators has increased substantially. To address these issues three additional investigative staff should be assigned to the unit – one of which should focus on identity theft investigations. In addition, one additional clerical employee should be assigned to the unit.

SUPPORT SERVICES BUREAU

This section presents findings and recommendations relating to the following divisions and units: internal affairs; communications; detention services; records; and facilities.

Internal Affairs

This section is divided into three parts: organization; ensuring efficient operations; and enhancing effectiveness.

Organization. There is no need for the Public Integrity Unit (which investigates criminal issues involving any city employee) and the Internal Affairs Division (which investigates issues relating to non-compliance with police department policy) to be organizationally separate. The functions performed by the units are sufficiently similar that, from a management perspective, it is beneficial to combine them.

Ensuring efficient operations. The internal affairs process in the Dallas Police Department is plagued by a variety of problems. First, the time required to complete investigations is lengthy. Even more troubling is the fact that internal affairs investigations are not perceived to be fair. The perception of many officers is that the goal of the internal affairs unit is to find an infraction for which an officer can be disciplined – even if it is unrelated to the initial complaint that was being investigated.

A number of steps should be taken to reduce the time required to complete investigations: the type of cases investigated by internal affairs should be changed; documentation requirements should be reduced; and a less burdensome approach to reviewing and correcting cases should be established

Concerns about the fairness of internal affairs investigations are more difficult to address. To the extent possible, however, the department should communicate the rationale for the disciplinary actions taken as a result of an investigation. Doing so would help to ensure that department staff clearly understands the consequences associated with failure to comply with department policies and would also communicate to employees that the disciplinary actions being taken are fair and consistent.

Enhancing effectiveness. Internal affairs managers and supervisors would benefit from receiving additional training. In addition, the department should explore using mediation to resolve some types of complaints (for example, rudeness complaints).¹⁰

Communications

This section is divided into four parts: organization; expediter unit; staff review; and direct entry.

Organization. As a general management concept when a support service is shared by a number of user departments the department with the greatest volume of activity should be responsible for the service. However, in the City of Dallas, responsibility for the 911 – 311 call center is assigned to the fire-rescue department despite the fact that the vast majority of calls received are for police assistance. The fact that the police department does not oversee the call center but is the primary user of its services is especially problematic because the police department is not fully satisfied with the consistency of the quality of call-taking services it receives. Regardless of whether a decision is made to transfer responsibility for the call center to the police department, systems are needed to ensure that the department responsible for the call center is responsive to the needs of all users. In addition, expenditures of 911 monies should be examined to ensure these resources are used to address the most important communications center needs.

¹⁰ Please note that rudeness complaints are currently investigated by the patrol divisions and not by the internal affairs division.

Expediter. The department should be commended for establishing an “expediter” unit to take reports by phone for citizen calls that do not require the response of a patrol officer. However, because insufficient staff is currently assigned to the expediter unit the average time it takes for an employee assigned to the expediter unit to call a citizen to take a report is quite lengthy. To address this situation expediter staffing should be increased.

In addition, some types of calls should not be assigned to the Expediter Unit. Currently, for example, approximately half of the burglary calls received by the police department are assigned to the Expediter Unit. While from a policing perspective it is efficient for some burglary calls to be handled over the phone, from a customer service perspective handling such calls over the phone reflects a very low level of service. Burglaries are very invasive and unsettling crimes. Many citizens who have been burglarized consider their homes to have been violated and because the crime is so personal in nature want and expect a police officer to respond in person. The Expediter Unit should also discontinue taking lost property reports.

Staff review. The staff review unit is responsible for providing a quality assurance review of the reports prepared by officers. Three steps should be taken to strengthen this function. First, software application used for the staff review, direct entry and expediter functions is unstable and steps need to be taken to improve the stability of this software. Second, the department should focus attention on reducing the time to correct reports that are returned to officers. Finally, expediter staff should be cross-trained to perform the staff review function.

Direct entry. The department currently employs 24 staff over three shifts to type reports for officers who dictate them over the phone. Providing this service is an expensive accommodation to officers with marginal writing skills or those who cannot, or would prefer not to type. This service should, over time, be discontinued.

Dispatch. The dispatch unit currently lacks sufficient staffing to ensure enough staff is available to cover all required positions 24-hours a day while allowing for vacations, holidays, illness and other excused absences. Unit staff should be increased to address this problem. In addition, dispatch procedures and priorities should be modified to be aligned with overall department goals and objectives. Moreover, dispatchers should be encouraged to ride with officers whenever possible. Such ride-alongs are invaluable in improving the quality of dispatch services because they give dispatchers a first-hand understanding of the environment within which officers work.

Detention Services

The primary responsibility of the Detention Services Unit is to review the arrests of all adult prisoners arrested by members of the Dallas Police Department and to provide an administrative review for probable cause determinations and the issuance of arrest warrants. This is primarily a quality assurance function that in most police departments is assigned to line supervisors. While there may be some merit to having a secondary review (in addition to the review of arrests performed by supervisors) of particularly complicated or high visibility arrests a 100 percent review of all arrests is unnecessary and should be discontinued. In addition, staffing of the detention services unit should be adjusted to ensure that it more closely aligns with workload.

Records

Two recommendations are presented relating to the Records Unit. First, the department should consider giving citizens the option of paying for open records reports by credit card. In addition, the unit should ensure that at least one Spanish speaking person is available to service citizens on each watch.

Property

At present, limited storage capacity at the department's centralized property storage facility is exacerbated because effective procedures have not been established to encourage officers to promptly release property. The department should focus consistent attention on ensuring the timely release of property. Once this has been done an assessment should be performed with regard to the adequacy of the property storage facility.

Auto Pound

The auto pound currently lacks sufficient staffing to provide a high level of service. To address this problem the department should discontinue overnight customer service operations and increase staffing on the other shifts. In addition, auto pound employees should receive additional training (especially on customer service related issues). The department should also invest in improving the physical security of the auto pound facility.

Facilities

Two recommendations are presented relating to department facilities. First, the department should take steps to strengthen the public service and building security functions. In addition, responsibility for the Dallas Police Museum fund raising effort should be reassigned to a centralized unit responsible for grants and development.

ADMINISTRATIVE SERVICES BUREAU

This section presents findings and recommendations relating to the following divisions and units: personnel and development; financial and contract management; police technology and technical support services; inspections; quartermaster; and fleet asset.

Personnel And Development

This section is divided into two parts: organizational issues and ensuring effective operations.

Organization. Currently, there is no link between the training academy and the field training program. Once a recruit graduates from the academy, responsibility for continued training and development is turned over to the Patrol Bureau. To address this issue, responsibility for overseeing the field training program should be assigned to the Personnel and Development Division.

Ensuring effective operations. The current cost of providing academy training is quite high. This cost is high in part because the Dallas academy is much longer than in other large cities and exceeds by two months what is required by the State of Texas for an officer to receive state certification. The vast majority of nationally recognized programs are 16 to 28 weeks in length. The department should, therefore, assess whether the department can reduce the length of academy training. As part of this review, a review of the relationship between academy and field training should occur. Nationally, police departments have restructured their recruit training programs to provide more training opportunities in the divisions to which recruits will be assigned earlier in the training process. They have also restructured their programs to provide more linkage between what is taught in structured classes and what is taught and practiced in the field. In addition, the department should take several steps to improve operational efficiency at the academy. Training staff should also be rotated through the academy on a more frequent basis.

The department should also take steps to ensure that the benefits of its investment in recruit training accrues to it. Only six percent of the new recruits completing the academy and field training programs leave to accept employment with other police departments. Though this is not a significant percent, given the expense associated with training a new officer, it nonetheless represents a significant loss to the department. To address this situation, the department should consider requiring new recruits to sign a statement committing to a given tenure with the department or committing to reimburse the department for training related expenditures.

In addition, the department does not currently make strategic decisions on how to best use overtime resources. To its credit, however, last fall it developed a program to track overtime data. It should supplement these efforts by working with the city's human resource department to design the necessary modules within the Lawson payroll system to create detailed overtime use reports. At the same time, department managers should work closely with city human resource professionals to address shortcomings with the current payroll system.

Financial And Contract Management

This discussion is divided into two parts: ensuring efficient operations and enhancing effectiveness.

Ensuring efficient operations. A number of steps should be taken to make operations more efficient and to generate revenues. First, the department should take steps to recover the full cost (including vehicles and overhead) provided to support expanded neighborhood patrol (ENP). In addition, to provide an incentive for managers to monitor usage individual divisions and units should be charted for the goods and services provided by the quartermaster unit. In addition, the department should focus less time to tracking and processing small transactions (e.g., reimbursement for witness fees and parking fees for officers while attending court). A number of steps should also be taken to strengthen grant related accounting and monitoring.

Enhancing effectiveness. In general, the department should be more aggressive in its pursuit of federal and foundation support for police department initiatives. However, as individual divisions and units are encouraged to seek grant support care should be taken to ensure that the grant monies support the department's strategic and operational

objectives, that grant receipts are used in a manner will have the greatest impact on achieving department objectives, and that the department can afford any matching or in-kind contributions required by the grant. In addition, before pursuing a grant the department should consider what will happen when the grant expires. To this end, the department should establish procedures to ensure that it only pursues grant monies when doing so supports its strategic objectives.

The department should also make expanded use of purchasing cards.

Police Technology And Technical Support

This section is divided into two parts: increasing revenues and enhancing effectiveness.

Increasing revenues. The police technology and technical support unit has done an excellent job of developing software applications that either enhance operational efficiency or support efforts to improve department performance. Moreover, because unit managers have developed strong relationships with application developers it has been able to develop a number of these applications at a relatively low cost to the department. The unit has been able to achieve these efficiencies because it works with software developers to develop new applications that the developer then sells as a packaged product to other police departments. While these relationships are unquestionably beneficial to the police department, the department as well as the software developers invests time, energy and expertise in the development of these products. It is not unreasonable therefore for the department to recoup part of its in-kind investment when the products and services developed in partnership with the police department are sold to other agencies. The department should therefore explore establishing a royalty arrangement as part of future development efforts where the department would receive a payment when software applications developed in partnership with the Dallas Police Department are sold to other agencies.

Enhancing effectiveness. At present, the primary focus of the police technology and technical support unit has been to develop the technological infrastructure needed to support efficient and effective department operations. Given its base of knowledge, however, the unit could expand its role to providing information on how technology can be used to support crime reduction efforts. In addition, the division should provide information to business and community organizations on how they can use technology to support security efforts.

Inspections

The inspections unit is currently responsible for conducting annual audits and inspections of every unit within the police department to ensure that standard operating procedures and general orders are being complied with. When the recommended management framework has been implemented accountability for achieving performance goals will be increased and, as a consequence, risks that managers will manipulate performance data will increase as well. Just as effective controls are necessary in private and public sector organizations to ensure accounting for and reporting of financial information is accurate, over time, as the stakes associated with performance information increase, it will be equally important to ensure that effective controls have been established over how performance information is gathered and reported. To this end, an additional control specialist position should be established and

charged with working with divisions and units to develop effective controls and procedures for reporting performance information and for auditing performance reporting.

Quartermaster

The department currently maintains an inventory with a value of approximately \$1 million at its storage facility and spends about \$1 million each year replacing items in that inventory. Inventory turnover at the facility is low. A number of steps can be taken to reduce the size of the current inventory. First, the quartermaster unit should be provided with more timely information on officer assignments and the number of new officers employed. In addition, if uniform requirements for specialized units were more standardized the need to keep sufficient stock to address the needs of individual units would be reduced. Finally, if request form procedures were followed more consistently and officers consistently made appointments to come to the quartermaster to replace uniform and equipment items, the unit would be better able to provide inventory on a "just in time" basis and would need to keep less inventory in stock.

Fleet Asset

The department does not currently manage its fleet to ensure the best use is made of available vehicles and that costs are minimized. In particular, the department would benefit from rotating and assigning vehicles to their best and most urgent uses across organizational units. In addition, over time, the department should explore the feasibility of establishing a pool for vehicles used by officers assigned to the central headquarters facility. The department should also establish procedures to guide patrol selection of seized vehicles (the vehicles patrol operations divisions current select to support clandestine operations sometimes cost more to maintain than they are worth). In addition, a systematic assessment of the use of natural gas vehicles should be performed after the vehicles have been in service a sufficient period of time to make an assessment.

E – STAFFING AND COST IMPLICATIONS

As Exhibit II-2 shows, implementing the recommendations presented in this report will result in a net increase of 304 positions. The number of civilian positions will increase by 262 while the number of sworn positions will increase by 42.

Please note that the staffing recommendations should be implemented over time. In particular, the capacity needed to perform proactive policing should be increased as the department develops the management systems needed to demonstrate that it will make effective use of those resources.